

NEIGHBORHOOD ANALYSIS

Frederick, Maryland

June, 1966

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and
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NEIGHBORHOOD ANALYSIS

Introduction.

Frederick is a city that has already made considerable progress in eliminating slum conditions and arresting the spread of blight. Since about 1950 the city has built some 231 federally-aided low rent public housing units while coincidentally demolishing a substantial number of sub-standard dwellings. The U. S. Census report for 1960 showed a 44% reduction in the number of dilapidated units since 1950. The city has prepared and adopted an up-to-date comprehensive master plan and zoning ordinance (also federally assisted), is in the process of up-dating and augmenting its building and housing ordinances, and is planning the construction of about 155 more public housing units.

Housing conditions in Frederick are reasonably good, by comparison with other self-contained cities in Maryland. The 1960 report shows 81% of the housing units in Frederick to be in sound condition with all the basic plumbing facilities, and only 11% deteriorating or dilapidated. The remaining 8% are structurally sound but lacking in some or all of the basic plumbing facilities. In Annapolis a number of units that were sound and had all the basic facilities was only 77%, Cambridge 59%, Hagerstown 70%, and Salisbury 73%.

Frederick has no extensive blighted area, the dilapidated structures occurring mainly in small pockets or mixed in with better housing, mostly in the older central part of town. There are several areas of mixed character, however, in which the quality is slowly declining and there is potential blight. One of the problem areas involves the central business district which has become obsolete in several respects, is seriously cramped, and in need of revitalization. There are a few scattered cases of obsolete or deteriorating industrial properties but no well-defined industrial or commercial slums.

The City in General.

Frederick is the urban center and county seat of Frederick County which lies just west of the Metropolitan Areas of Baltimore and Washington. Frederick City is 48 miles west of Baltimore and 45 from Washington, at the junction of Interstate highways from these two centers to the west and at the

crossing of U. S. 15 running north and south. It is the focal point of highways radiating in all directions.

It was largely because of this focal situation that Frederick was first established in 1745. By 1817 it had a population of about 3,600 at which time it was incorporated. The town continued to grow and became an important trading center. In 1831 it became the temporary western terminal of the Baltimore and Ohio Railroad, which operated at first with horse or mule power. The old passenger depot at Market and All Saints Streets is still standing and in use as a store building, although there has been no passenger service for many years and the tracks in All Saints Street have been removed.

The population in 1960 was 21,744 which has increased in 1966 to about 24,000 within the city. Another 8,000 or so are living in the immediate environs to the north, west and south. Various studies of prospective growth indicate generally that the city may expect by 1980 to have a population within the present city limits of about 32,000, a 33% increase over 1966, while the greater city with its environs may possibly grow to around 60,000, an 85% increase. Annexations are contemplated to bring this outlying growth within the corporate service area of the municipality, in part at least. The present city boundaries enclose about 5 square miles.

The original plat of "Frederick Towne" extended from about South Street to Seventh Street and from East Street to Bentz Street. This is the area where most of the problems now exist. It was built up compactly according to the custom of the times, with deep and narrow lots and little or no front yards. Most of the buildings were of good design and solid construction and many have survived to the present time. Servants' quarters were built along the side streets and alleys that run north and south through the area, and these are largely the subject of present blight. Contrasted are the handsome old houses and other substantial structures on the front streets that run east and west, particularly in the area north of Patrick Street.

One of the city's problems stems oddly enough from the very high quality and durability of the old houses, churches, and public buildings that cluster immediately around the central business district. They are of such value to the city because of their historical, architectural, or social values that the city has applied "hands-off" or conservation measures to them. Thus it

is almost impossible for the central business district to expand or to provide essential parking and service areas and there has been a resulting trend toward decentralization. Several old business structures have recently been torn down and two major buildings presently stand vacant.

In the newer sections of town, outside of the original plat, the residential developments have been more open and modern. New subdivisions and housing developments have been continuing toward the edge of town, in accordance with zoning standards adopted first in 1929. Industrial developments have concentrated mostly on the east side of town where the railroads are located. Several good-sized parks and play areas, large school grounds, and sizeable institutions give a certain open quality to most of the city, and these open spaces are being expanded systematically as the city grows.

Frederick has long been distinguished by its clustered spires of churches and public buildings. The flavor of its architecture in the older part of town comes from the "Pennsylvania Dutch" and other substantial settlers who brought their distinctive architecture and high standards to this community. Much of this old section has been protected since 1955 by an ordinance establishing a "Historic Frederick" district, in which the alteration, reconstruction or razing of any building is prohibited except on recommendation of an architectural commission. Further protection is afforded by a special classification in the Comprehensive Zoning Ordinance (the B-0 district) that permits some limited types of non-residential uses in these areas on condition that the external features of the buildings are not materially changed. A fairly complete survey in 1952 by a committee of local architects found nearly 500 buildings in the heart of town that dated from 1850 or earlier and were still "in good condition and readily adaptable for restoration and preservation." Many of these buildings have special architectural or historic significance.

The historic associations of Old Frederick are of major importance in any program of conservation and renewal. Historic buildings and sites are numerous. In 1765 the first official rebellion against the British Stamp Act, which contributed to its ultimate repeal, took place in the original Frederick County Court House. The old barracks may still be seen on the grounds of the State School for the Deaf where the British forces were quartered during the Revolutionary War. Francis Scott Key, author of the Star Spangled Banner,

was born nearby and is buried here in Mount Olivet Cemetery. Frederick was the home of Thomas Johnson, first Governor of Maryland and a revolutionary patriot, whose estate "Rose Hill Manor" is at the north edge of town. The home of U. S. Chief Justice Roger Brooke Taney, author of the Dred Scott Decision, is now a museum on South Bentz Street.

During the Civil War, Frederick was occupied at one time or another by Robert E. Lee, JEB Stuart, and Stonewall Jackson, giving rise to the story about Barbara Fritchie who was immortalized in the poem by John Greenleaf Whittier. The "Barbara Fritchie House", actually a reproduction, continues to be an attraction on West Patrick Street. Another Civil War story concerns the \$200,000 ransom that the city paid to General Jubal A. Early to preserve the city from destruction. Many buildings thus saved are now among the city's most beautiful assets.

Frederick today is the retail, manufacturing, social, and governmental center of Frederick County with a retail trade territory extending to some extent also into Pennsylvania, Virginia, and the adjoining counties in Maryland. It is the home of Hood College, a liberal arts school for women, and the Maryland School for the Deaf. It has a diversified economy with a variety of manufacturing establishments and a substantial wholesale and retail business. It is a focal point for tourists and small conventions and a general service center for all the surrounding countryside. Its biggest industry is Fort Detrick, the Army's biological research laboratory and production center, which adjoins the city on the northwest. County and State government employment in Frederick helps to round out its economic base.

The city has a municipal government consisting of a Mayor and five Aldermen, elected at large and for terms of four years each. It operates under the provisions of a home-rule charter. Its population is 89% white with a median age of 30.6 years. The median family income in 1959 was \$5,548 which was 16% less than the average for all Maryland "urban" areas, but higher than Hagerstown. Educational levels are about average for the state. The average family size is 3.11 persons which is on the low side, there being a relatively high proportion of widowed or divorced women and others who live here in retirement.

General housing figures for 1960 are summarized in Table 1. Of the 6,911 units in existence, only about 2% were "dilapidated" and 9% "deteriorating". The vacancy ratio was at a low rate of 3.5%. Owner-occupancy was at the surprisingly low figure of 51.8% (as compared with the Maryland "urban" average of 62.9%), but the median value of owner-occupied homes was at the above-average figure of \$13,300. Frederick leans more to apartments and other rental types of housing, and less to the detached single-family home, than the average city in Maryland, due presumably to its traditions and conservatism and to the relative slowness of new growth which in recent years has been so predominantly of the detached single-family type. About 79% of all its housing units in 1960 were built before 1950.

There are sharp contrasts between the kinds of housing occupied by white and colored families respectively, which reflect their average family incomes. Although the colored population represents only 11% of the total city population, it occupies 17% of the deteriorating housing and 35% of the dilapidated units. Nearly 28% of the colored families live in dilapidated or deteriorating units but less than 10% of the white families are subject to such housing. Home-ownership is just the reverse. Over half (55%) of the white families own their homes but only 19% of the colored families are home owners. Poor housing, rental housing, and the colored population seem to go together. A long-range city objective might well be to promote home-ownership among the colored population as rapidly as their incomes will permit.

Neighborhood System.

The foregoing descriptions of building and blight conditions in Frederick have dealt with the city as a whole. In order to examine the situation more closely, the following discussion will deal with one section of the city at a time. Each of these nine sections or Neighborhoods covers a reasonably homogeneous and well-defined geographic section, bounded by main arteries, streams, or land uses. In most cases the boundaries also follow the census enumeration districts so that certain unpublished data could be utilized in this analysis. In many cases it was necessary to split or combine the enumeration districts in order to square up or otherwise adjust the neighborhood boundaries to fit the pattern of main arteries and other controlling factors.

A city-wide survey of existing land utilization and development was made in 1960 in connection with the Comprehensive Master Plan project, the re-

Table 1

GENERAL HOUSING DATA

Frederick, Maryland, 1960

<u>Total Housing Units</u>	6,911
<u>Occupied</u>	6,875
Vacant	236
% Vacant	3.5%
<u>Occupied Units*</u>	
By Owner - white	3,343
- nonwhite	113
- total	3,456
By Renter - white	2,742
- nonwhite	477
- total	3,219
<u>Vacant Units</u>	
Year-round, sound or deteriorating	213
Year-round, dilapidated	16
Seasonal	7
<u>All Units*</u>	
Sound - with all plumbing facilities	5,576
- others	563
Deteriorating - with all plumbing facilities	346
- others	257
Dilapidated	169
<u>All Units*</u> - no piped hot water	685
- no toilet, or no flush toilet	58
- no bath	637
- no heat	15
Trailers	8 0
<u>Age*</u>	
Built since 1949	1,460
Built 1940 - 1949	746
Built before 1940	4,705
<u>Population per Occupied Unit</u>	3.1
<u>Value of owner-occupied units</u>	
Less than \$5,000	155
\$5,000 to \$7,500	332
\$7,500 to \$10,000	321
\$10,000 to \$15,000	1,106
\$15,000 to \$20,000	740
\$20,000 to \$25,000	259
\$25,000 or more	252
Total	3,165
Median Value	\$13,300
(Same, range in State for places of 10,000 to 25,000 population: \$8,300 to \$21,300)	
Median monthly rent paid, renter units	\$ 65
(Same, range in State for places of 10,000 to 25,000 population: \$59 to \$106)	

* Based on 25% sampling.

Source: U. S. Census of Housing, 1960.

sults of which are depicted on Plate 7 in the Comprehensive Master Plan report. That survey plus numerous rechecks up to the present time have furnished much of the first-hand information on which this Neighborhood Analysis is based. The findings and recommendations on the following pages have been guided also by the City's Land Use Plan, Major Streets Plan, Treatment Areas Plan, and other parts of the Comprehensive Master Plan and its preliminary recommendations on urban renewal.

Because of the variations in density and character of development in different parts of the city, the nine neighborhoods range in size from 110 acres to 655 acres, and in population from about 555 to over 5,000 persons. The most heavily developed area, Neighborhood G, houses almost a fourth of the city's population on only 5% of the land, at a gross density of over 30 persons per acre. This is the original town site in the center of town. At the other extreme is Neighborhood E, in the southeast part of town, which covers 14% of the land area but has less than 3% of the population. Generally speaking, the older central neighborhoods - G, H, and I - are the most compactly developed while the outlying sections are still partly undeveloped or contain large public or semi-public reservations that help to keep their densities low. A summary of vital statistics for all nine neighborhoods is given in Table 2, and their boundaries are shown on Plate 1.

Neighborhood "A"

General Description. This neighborhood covers all of the city north of Seventh Street, a primarily residential section with some undeveloped acreage. It houses 15% of the city's population on 20% of the land. Practically all of the population is white. The residential developments are in several well-defined subdivisions of mostly single-family homes, such as Spring Valley, College Estates, and Monocacy Village and there are several good apartment developments also. There are two modern shopping centers, the Frederick Shopping Center on West Seventh and Monocacy Village on East Street, plus some other business and industry along East Street or in scattered locations. Parks, schools, and the Hood College farm occupy substantial acreage. The development is almost all of a good quality, 97% of the housing being classified as sound and modern. There are no important blight problems in this neighborhood.

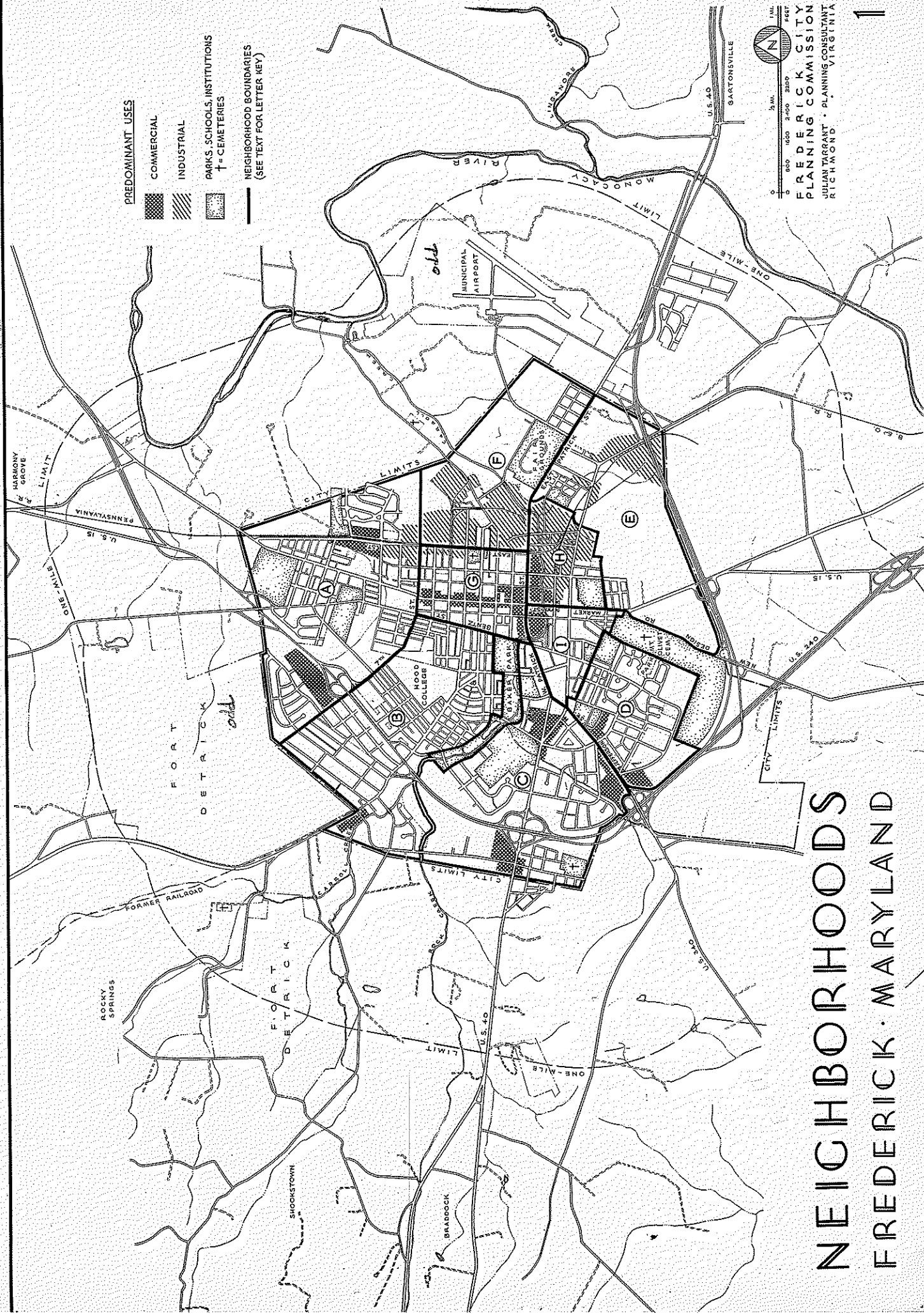
Table 2
SUMMARY OF NEIGHBORHOOD DATA
Frederick, Maryland, 1960

Neighborhood	Size		Population						Housing Units			% Sound With All Plumbing	% Deteriorating or Dilapidated
	Acres	%	Total		Density (1)	White	Non-White	% Non-White	Total	Occupied White	Occupied Non-White		
			No.	%									
A	655	20.2	3,143	15.0	4.8	3,134	9	-	1,064	1,015	3	97%	2%
B	540	16.6	3,833	18.4	7.1	3,829	4	-	1,244	1,214	2	90	4
C	560	17.3	1,891	9.1	3.4	1,867	24	1.3	622	598	5	90	5
D	250	7.7	1,195	5.7	4.8	1,068	127	10.6	344	303	32	96	1
E	450	13.9	555	2.7	1.2	555	0	-	172	167	0	83	0
F	375	11.6	970	4.7	2.6	887	83	8.6	327	301	16	46	50
G	165	5.1	5,075	24.3	30.7	4,487	588	11.6	1,746	1,551	127	79	11
H	135	4.2	1,083	5.2	8.0	1,050	33	3.3	383	351	7	54	31
I	110	3.4	3,118	14.9	28.3	1,654	1464	47.0	974	550	398	62	20
Total	3,240	100.0	20,863 ⁽²⁾	100.0	6.4	18,531	2332	11.2	6,876 ⁽²⁾	6,050	590	81	11

(1) Persons per gross acre.

(2) Not including certain institutions or group quarters or their population.

NEIGHBORHOODS FREDERICK, MARYLAND



Housing Conditions and Blight Locations. Over 15% of the housing units in Frederick are located in this neighborhood and all but 25% of them were reported by the 1960 Census to be in sound condition. A few were deteriorating somewhat but none are really dilapidated.

Family Characteristics. There are no separate figures available on families living in deteriorating or dilapidated houses, except that all but one of the 16 "deteriorating" units was occupied by white families. The average family size for the neighborhood as a whole is a normal 3.0 persons and the extent of overcrowding is negligible.

Non-residential Areas. There are no blight conditions applying to non-residential developments in this neighborhood.

Community Facilities and Services. The neighborhood is served by the North Frederick Elementary School and the Gov. Thomas Johnson High School, both relatively new and modern. At least one more elementary school is recommended in the Master Plan, to be located east of East Street. Staley Park and Monocacy Village Park are both in this neighborhood, and another small neighborhood park has been provided for in the College Estates section. The historic Rose Hill Estate just north of the Thomas Johnson High School is to be acquired for park purposes. City water and sewer facilities now serve all the developed portions of the neighborhood and are being extended as needed. The city's policy is to provide water and sewer services to all developments in the city. The same policy applies to the paving and maintenance of streets, once they are improved by the subdivider to city specifications.

Causes of Blight. There is no blight in this neighborhood, nor any incipient blight that can be foreseen at this time. The continuation of sound growth is assured by adequate zoning regulations and subdivision controls.

Steps Needed. No blight elimination is required. The only measures needed are those for protecting and preserving the existing good quality of development and preventing the intrusion of inappropriate uses or the lowering of standards. Conscientious and consistent administration of the zoning regulations and other modern building and housing codes, and systematic progress in providing the additional play areas and other public improvements called for by the Master Plan, would constitute the basic administrative program for this neighborhood.

Table 3

NEIGHBORHOOD HOUSING CONDITIONS

Frederick, Maryland, 1960

	<u>Neighborhood "A"</u>			<u>Neighborhood "B"</u>		
	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>
<u>Total Housing Units</u>	1,064	3	1,061	1,244	2	1,242
- Sound with all plumbing	1,038	2	1,036	1,127	2	1,125
- Sound with deficient plumbing	10	0	10	61	0	61
- Deteriorating	16	1	15	56	0	56
- Dilapidated	0	0	0	0	0	0
<u>Ownership</u>						
Total occupied units	1,018	3	1,015	1,216	2	1,214
- Owned	758	3	755	893	2	891
- Rented	260	0	260	323	0	323
<u>Occupants' Characteristics</u>						
- Median family size	3.0	-	3.0	2.8	-	2.8
- Over 1 person per room	28	0	28	46	0	46

	<u>Neighborhood "C"</u>			<u>Neighborhood "D"</u>		
	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>
<u>Total Housing Units</u>	622	5	617	344	32	312
- Sound with all plumbing	556	1	555	331	31	300
- Sound with deficient	33	1	32	11	0	11
- Deteriorating	23	0	23	2	1	1
- Dilapidated	10	3	7	0	0	0
<u>Ownership</u>						
Total occupied units	603	5	598	335	32	303
- Owned	402	1	401	312	32	280
- Rented	201	4	197	23	0	23
<u>Occupants' Characteristics</u>						
- Median family size	3.0	-	3.0	3.5	-	3.5
- Over 1 person per room	25	1	24	28	6	22

Table 3
(contd)

NEIGHBORHOOD HOUSING CONDITIONS

Frederick, Maryland, 1960

	Neighborhood "E"			Neighborhood "F"		
	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>
<u>Total Housing Units</u>	172	0	172	327	16	311
- Sound with all plumbing	143	0	143	150	1	149
- Sound with deficient plumbing	29	0	29	13	4	9
- Deteriorating	0	0	0	115	3	112
- Dilapidated	0	0	0	49	8	41

Ownership

Total occupied units	167	0	167	317	16	301
	88	0	88	141	3	138
- Rented	79	0	79	176	13	163

Occupants' Characteristics

- Median family size	3.2	-	3.2	2.7	-	2.7
- Over 1 person per room	10	0	10	21	2	19

	Neighborhood "G"			Neighborhood "H"		
	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>	<u>All Units</u>	<u>Non-White Occupants</u>	<u>White or Vacant*</u>
<u>Total Housing Units</u>	1,746	127	1,619	383	7	376
- Sound with all plumbing	1,377	52	1,325	205	4	201
- Sound with deficient plumbing	178	19	159	58	1	57
- Deteriorating	165	40	125	92	1	91
- Dilapidated	26	16	10	28	1	27

Ownership

Total occupied units	1,678	127	1,551	358	7	351
- Owned	501	11	490	113	1	112
- Rented	1,177	116	1,061	245	6	239

Occupants' Characteristics

- Median family size	2.5	5.3	2.4	2.7	-	2.7
- Over 1 person per room	121	54	67	34	1	33

Table 3
(cont'd)

NEIGHBORHOOD HOUSING CONDITIONS

Frederick, Maryland, 1960

	<u>Neighborhood "I"</u>			<u>S U M M A R Y</u>		
	<u>All</u> <u>Units</u>	<u>Non-White</u> <u>Occupants</u>	<u>White or</u> <u>Vacant*</u>	<u>All</u> <u>Units</u>	<u>Non-White</u> <u>Occupants</u>	<u>White or</u> <u>Vacant*</u>
<u>Total Housing Units</u>	974	398	576	6,876	590	6,286
- Sound with all plumbing	604	201	403	5,531	294	5,237
- Sound with deficient plumbing	174	108	66	567	133	434
- Deteriorating	157	63	94	626	109	517
- Dilapidated	39	26	13	152	54	98
<u>Ownership</u>						
Total occupied units	948	398	550	6,640	590	6,050
- Owned	247	60	187	3,455	113	3,342
- Rented	701	338	363	3,185	477	2,708
<u>Occupants' Characteristics</u>						
- Median family size	2.7	2.9	2.6	-	-	-
- Over 1 person per room	140	93	47	453	157	296

* City's over-all vacancy ratio = 3.5%.

Source: U. S. Census (unpublished data), 1960.

Neighborhood "B"

General Description. This is one of the best residential sections of Frederick, lying between West Seventh Street and Carroll Creek, from Bentz Street to Fort Detrick. It includes the main campus of Hood College and many fine homes in the area just north of Baker Park. About 18% of the city's population lives in this neighborhood, and practically all of it is white. The population is well distributed through the area at an average density of 7.1 persons per gross acre. Practically all of the homes are of the detached single-family type except in the portion between Bentz Street and Hood College where there are some row houses or two-family dwellings. This section is somewhat more compactly built up than the areas farther out. There are two small clusters of business development, one at the Seventh Street entrance to Fort Detrick and the other on Rosemont Avenue near the city limits. Several small business places are located along Bentz Street between Fifth and Seventh. In addition, there is a curious situation along Evergreen Place, an alley in the block bounded by Bentz, Dill, Elm, and Fifth Streets, where a group of non-conforming business enterprises has been allowed to grow and intensify in spite of the zoning restrictions. Its further intensification is arrested by the new Zoning Ordinance of 1964. The remarkable part of this situation is that these non-conforming businesses do not seem to have had any detrimental effect as yet on the surrounding homes.

Housing Conditions and Blight Locations. There are no dilapidating housing units in this neighborhood, but some of them (about 4%) are deteriorating. About 90% of all the units are in sound condition and have modern plumbing. Those that need attention are located mostly along Bentz Street and immediately to the west, from about Dill Avenue (Fourth Street) northward.

Family Characteristics. All except two of the housing units in this neighborhood were occupied in 1960 by white families of somewhat less than average size and with a high percentage of home-ownership. Over-crowding was found in less than 4% of the cases.

Non-residential Areas. Non-residential blight is not a factor in this neighborhood.

Community Facilities and Services. In this neighborhood are located the Elm Street Elementary School, Hood College, the Frederick Memorial Hospital, and several small parks and playgrounds. Baker Park, the city's principal park area, borders the neighborhood on the south and is being extended westward along both Carroll Creek and Rock Creek to and beyond the city limits. Enlargement of the Elm Street School site has been recommended in the Master Plan. City water and sewer facilities serve the entire area and all the streets are paved except for one or two that border the U. S. expressway.

Causes of Blight. Blight is not yet a problem in this area but might become so in the section just west of Bentz Street from about Dill Avenue northward. This area contains some obsolete housing types and some deterioration, with mixtures of small stores and shops or other non-residential developments including the Evergreen Place development mentioned previously. The density of development in this section is causing some street congestion due to lack of adequate parking space and the crowding of houses close together tends to impair the relative desirability of the locality for private residences. It has become necessary to institute one-way traffic operation on some of these residential streets. Traffic to and from the hospital, which is expanding does not help matters either.

Steps Needed. In the hospital area just mentioned, a careful watch must be kept for any signs of deterioration. It may become advisable in such event to institute proceedings for weeding out the non-conforming uses and opening up some areas for off-street parking. Consideration could be given to the removal of obsolete housing along Bentz Street so that this thoroughfare can be widened south of Dill Avenue on one side or the other. In the meantime, there should be a consistent enforcement in this area, as elsewhere, of the modern zoning, housing, building, and other codes that the city has or will adopt. These measures can be very effective in halting the depreciation of buildings before they get too bad.

Neighborhood "C"

General Description. This is the primarily residential section that lies between Baker Park and South Jefferson Street, and west of Bentz Street. It embraces about 17% of the city's area and houses 9% of the population. Residential developments range from some of the oldest in town (along Patrick Street) to some of the very newest. West Patrick Street is the main stem of

this neighborhood, with clusters of business development at two principal locations and some scattering elsewhere. There is a modern shopping center on Jefferson Street at its interchange with the Frederick By-pass expressway. This expressway continues northward through the neighborhood with another interchange at West Patrick Street where several highway service establishments are located. There are no industries in this neighborhood.

Residential development is mostly of the detached single-family type except for some garden apartments in two locations just south of Baker Park and some old style apartments and row houses along Patrick Street in the eastern part of the neighborhood. Almost 99% of the housing is occupied by white families.

Housing Conditions and Elight Locations. The 1960 Census showed 90% of the housing units in this neighborhood to be in sound condition and with modern plumbing facilities. Only about 5% were found to be deteriorating or dilapidated. These few standard dwellings are located mostly along Patrick and Jefferson Streets and some of them have been eliminated since 1960 by new retail business developments in the area between Jefferson Street and West College Terrace.

Family Characteristics. Only three of the 33 dilapidated or deteriorating units reported in 1960 were occupied by non-white families. Only 25 acres of over-crowding were reported in the entire neighborhood and no unusual family sizes were recorded. Home-ownership for the neighborhood as a whole was at the relatively high figure of 67%.

Non-residential Areas. This factor is of no consequence in Neighborhood C.

Community Facilities and Services. There are three schools in this area, the Parkway Elementary, Frederick Junior High, and Frederick High, all located next to Baker Park and easily accessible. Additional schools will be required in the areas beyond the expressway when these have developed more extensively, as indicated by the Master Plan. In addition to Baker Park and the three school grounds, there is only one small interior-block playground in the neighborhood but more are proposed in the Master Plan. It is expected that the city limits will be extended before long to include additional territory west of town. Water and sewer facilities are available throughout, and streets are paved to a good standard.

Causes of Blight. Until the bypass expressway was constructed a few years ago it was necessary for all through highway traffic on U. S. 40 to use Patrick and South Streets through the center of this neighborhood. Patrick Street was part of the original highway to the West, being the first National Road to be established. As this traffic became heavier in recent years, especially with heavy trucking, it began to have a blighting effect on the adjoining homes, some of which were converted into garages, stores, shops, or other uses while others were allowed to depreciate through neglect. This cause of blight, however, has now been eliminated by re-routing of through traffic around the city, and Patrick Street from Bentz to Jefferson has been placed in the "Historic Frederick District." It should now be possible to rehabilitate this street by removing some of the intruding uses that are no longer justified and restoring the street to something like its former appearance. Some owners have already made a start in this direction with their individual buildings, to show what can be done.

Steps Needed. Concerted action along Patrick Street and the first block or so of South Jefferson Street will be necessary to adequately rescue and restore this section to a healthy and fully useful condition. A sizeable project area for urban renewal treatment has been laid out to include this area and part of the adjoining Neighborhood D. Partial clearance and partial restoration, along with the introduction of compatible new uses and more adequate off-street parking areas as well as the eradication of poles and wires and improvement of the street scene in other respects, would all be among the objectives here. The rest of this neighborhood should be protected against any deteriorating tendencies by the enforcement of adequate city-wide housing and building codes and the modern zoning regulations.

Neighborhood "D"

General Description. This area embraces the southwest part of town lying between South Jefferson Street and Mount Olivet Cemetery, from Madison Street to the highway by-pass. It covers about 8% of the city's area and contains nearly 6% of the population, almost 90% of which is white. The residential development consists almost entirely of small detached one-family homes on

modest lots, of fairly recent to new construction. There is some new row housing in the recently annexed section of Carrollton and a new garden apartment complex close to the Jefferson Street interchange. Non-residential developments along Jefferson Street include several business establishments, a lumber yard and planing mill, a manufacturing plant of the Price Electric Company, and the city's fenced and lighted baseball park, McCurdy Field. At the highway interchange there are several highway service establishments and room for more, and in Carrollton there is space reserved for a future neighborhood shopping center. The neighborhood is framed on the east and southeast by the cemetery.

Housing Conditions and Blight Locations. There is practically no blight in this neighborhood, 96% of the housing being good and modern.

Family Characteristics. Less than 10% of the families in this neighborhood are colored and most of these live in good new houses in the Maplewood subdivision, which they own. Home-ownership among all the occupants in 1960 was at the very high rate of 93%, but this has probably decreased somewhat due to apartment construction. The median family size is at a relatively high 3.5 persons but overcrowding of homes is negligible, being 7% for the white families and 19% for the colored.

Non-residential Areas. These do not present any blight problem. Those along Jefferson Street (U. S. 340) are relatively inoffensive and are fairly well insulated from adjoining residential areas.

Community Facilities and Services. The South Frederick Elementary School is in the northeast corner of the neighborhood and there are two small neighborhood parks. Provision has been made for another neighborhood play area in Carrollton. The streets are well paved and the neighborhood is fully served by city water and sewer installations.

Causes of Blight. There is no present blight and no apparent blighting condition.

Steps Needed. Normal preventive measures would seem to meet the needs in this neighborhood. These will consist of proper enforcement of the zoning and other codes to protect existing development, promote additional development of the same or a higher standard, and prevent any deterioration that might result from a lowering of standards or the intrusion of inappropriate uses.

Neighborhood "F"

General Description. This is the relatively undeveloped section of town lying east of Mount Olivet Cemetery and south of the State School for the Deaf, swinging on around to East Patrick Street near the Fairgrounds. There are two small clusters of homes, one just south of the School for the Deaf and the other across from the Fairgrounds. There are some industries along South Street where the B. & O. Railroad is located but most of the land is still in farms. The 1960 population of 555 persons was less than 3% of the city total, although the land area is nearly 14%. There has been very little if any new home construction lately.

Housing Conditions and Blight Locations. Conditions are reasonably good with no real dilapidation or deterioration. The little residential area near South Market Street consists of good homes in agreeable surroundings, while the area near the Fairgrounds contains a mixture of housing types and sizes. Along Patrick Street there are several large and well-kept old homes while those to the south are of a more modest quality. This residential area tapers off to an industrial area which has been growing. Zoning lines were drawn here to protect the residential section from further industrial encroachment.

Family Characteristics. This is an all-white neighborhood, with a median family size of 3.2 and only 6% of the houses over-crowded. About 53% of the families own their homes which is close to normal for Frederick.

Non-residential Areas. There is no blight problem in this respect.

Community Facilities and Services. While there is no public school in the area itself (the population being too small) the South Frederick School is just to the west and the East Frederick School is just beyond the city limits to the east. All the public schools in Frederick and vicinity are part of the county-wide system. Existing recreation areas include Harmon Field (a playground) and the Maryland Avenue Playground, with another neighborhood playground recommended for the future residential area between S. Market Street and New Design Road. The southeast parts of the neighborhood will not require a school or recreation facilities since they are zoned industrial. There is no lack of paved streets or city water and sewer installations for the developed area.

Causes of Blight. There is no blight at present but the Fairgrounds residential section should be watched for any signs of deterioration caused by industrial encroachment on the south or east. These homes have survived the Fairgrounds and the U. S. 40 highway traffic that used to traverse East Patrick Street but has now been diverted.

Steps Needed. In addition to the normal administration of zoning and housing codes, the city should guard against any more intensive or offensive use of the Fairgrounds, or any further extension of industrial zoning into the residential section. It should also retain the buffer provisions in the zoning ordinance that are designed to protect the residential areas.

Neighborhood "F"

General Description. This is on the east side of town, between Patrick Street and Seventh Street and east of East Street. It is predominantly an industrial area, zoned almost entirely for business and industry, but it contains a considerable amount of housing and much of it is good. There is also a substantial amount of dilapidated and deteriorated housing, an inadequate street system, and other conditions that call for remedial attention at some stage in the city's program. Almost 5% of the city's population lives in this neighborhood and over 90% of it is white. A large percentage of these people work in the adjoining industries and do not seem to mind the industrial surroundings. The outer parts of the neighborhood constitute an undeveloped industrial reserve lying generally between the Fairgrounds and the Airport where city water and sewers can be supplied very easily. The city's main trunk sewer follows Carroll Creek through the center of the neighborhood and on to the disposal plant at the Monocacy River. Pennsylvania Railroad tracks serve a part of the area.

Housing Conditions and Blight Locations. While the neighborhood contains less than 5% of the city's housing units, it accounts for 32% of all the dilapidated units and 18% of those that are deteriorating. Only 46% of the units in Neighborhood F were recorded in 1960 as being sound and fully equipped with basic plumbing. There are two main groups of housing. The one just east of East Street, from Patrick to Third and out along Church Street, consists of pockets surrounded by industrial plants and workshops, parking lots, and other

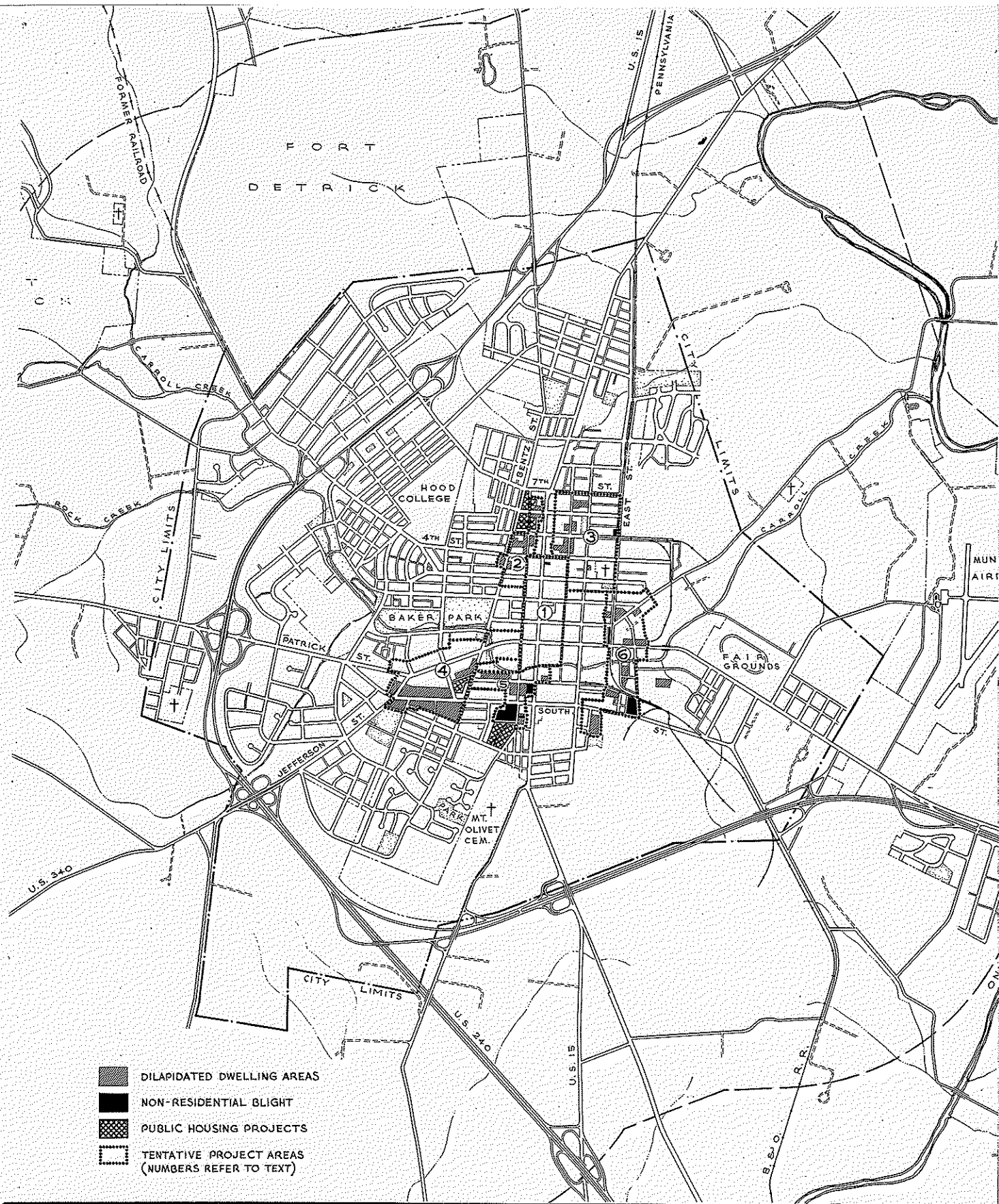
intrusions. Most of these homes are small and modest dwellings for one or two families or small apartment houses, built some years ago and many of them well maintained. No new residential construction is permitted by the present zoning ordinance. The poorer housing is found along East, Church, and Patrick Streets. There is another small pocket of about 45 houses just east of the Fairgrounds, some of them in fair to good condition and others not so good. This is an old subdivision that has suffered from commercialization along the Patrick Street frontage and a trend toward industrialization of adjoining lands. It is now zoned for business.

Family Characteristics. In 1960 there were 164 deteriorating or dilapidated housing units in Neighborhood F and 93% of them were occupied by white families or were vacant. The median family size is a low 2.7 persons and the crowding of housing units is negligible (6.6%). Home-ownership is below average for the white families (46%) but average (19%) for the Negro units.

Non-residential Areas. There is no major blight situation in this respect. A few scattered buildings need replacement or rehabilitation but most of this can be done as part of a general renewal program for the neighborhood.

Community Facilities and Services. There is no school in the area and none is planned. Two athletic fields have been provided on private property for general public use, one known as the Bowers Lot at Church Street and Pine Avenue and the other as Husky Park on Highland Street north of the Fairgrounds. The Master Plan calls for public acquisition of Husky Park and development of a parkway along Carroll Creek from the Fairgrounds to the Monocacy River, partly to protect the floodway of Carroll Creek and partly to provide recreational and parking space for the future industries in this area. The housing in this neighborhood is recommended to be phased out in favor of further industrialization. Water, sewer and street improvements have been installed where needed.

Causes of Blight. This is an unplanned and mixed-up section of the city where homes, industries, railroads, businesses, and heavy traffic all interfere with one another. Many of the buildings along Patrick and East Streets date from the middle or early Nineteenth Century and have been outmoded by the changing character of the neighborhood from residential to industrial and commercial. The railroad tracks in East, Fifth, and Pine Streets have fostered industrialization and the growth of highway traffic on Patrick and East Streets contributed



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to this change. The crowded high-density types of houses with inadequate setbacks and other Nineteenth Century characteristics have become obsolete, and the excessively narrow streets in some cases, especially Wisner Street, as well as the lack of a freely articulated street system, have helped to make the neighborhood undesirable. Meanwhile, the old established industries have become cramped for employee parking space and other expansion requirements, necessitating invasion of the residential sections whenever there is an opening.

Steps Needed. General renewal is indicated for the area just east of East Street, to clear out the pockets of substandard housing, widen certain streets, connect them up to each other, and create sites for industrial expansion and employee parking. The better residential parts, such as along Third Street, deserve the full protection of zoning and housing ordinances as long as they are satisfactorily maintained, so as to prolong their usefulness and value to the owners and the community.

Neighborhood "G"

General Description. This neighborhood covers most of the original town site, extending from Patrick Street to Seventh and from Bentz to East Street. It includes the heart of the central business district along Market Street which bisects the neighborhood, and along Patrick Street which forms its southern boundary. To each side of the business district there are streets of fine old residences dating back to 1800 or before, with historic churches and other public or semi-public buildings and institutions including the County Court House, City Hall (1769), Library, Winchester Hall, Visitation Academy, and others. A fringe of industries borders the neighborhood along East Street where the Pennsylvania Railroad is located. This is the most densely developed neighborhood in the city, with an average of over 30 persons per gross acre. Although it is only 165 acres in gross area, the neighborhood contains over 24% of the city's population, most of which (88%) is white. Many of these people live in the attractive town houses of prior generations that line such east-west streets as Church and Second. From Third Street northward the development becomes progressively more modest and less substantial. Negro slums are found along parts of Klinehart's Alley and Middle Alley, remnants of the slave and servant days. Some of these old structures have already been razed in connection with the City's Public Housing program. Two low-rent projects, consisting of 146 apartments in 14 buildings, are located in the northwest corner of the neighborhood where a considerable number of substandard dwellings were removed.

Housing Conditions and Blight Locations. Some of the best and some of the worst housing in Frederick are to be found in this one neighborhood. Although it contains 17% of all the dilapidated units in the city and 26% of the deteriorating units, 79% of the housing is in sound condition and has modern plumbing. The poorer housing is mostly in pockets along Bentz Street and the north-south alleys between Third and Seventh Streets, or in makeshift apartments over downtown stores or in converted structures. Some of the houses along Fourth, Fifth, Sixth and Seventh Streets are on the fringe of deterioration and in need of conservation measures. This area also contains some non-conforming industries. Tentative plans have been made for three new public housing projects in this area that would help to eradicate some of the worst housing and other blighting conditions. The best housing is along Church, Second, and Third Streets and around Court House Square, even though the structures are 100 to 150 years old or older. A house-by-house survey in 1952, by a committee of local architects, established the age, condition, architectural merits, and historic value of each building in most of this area. The "Historic Frederick District" includes Church and Second Streets and the area around Court House Square.

Family Characteristics. Negro families occupy 61% of the dilapidated housing in this neighborhood and 24% of the deteriorating units, according to the 1960 Census. The average family size for all the colored families in the neighborhood at that time was a high 5.3 persons, and the overcrowding of dwellings was also high, being 42%. In contrast, the overcrowding by white occupants was only 4%. Home ownership is low for both races, 32% for whites and 9% for Negroes. There are many small apartments, duplexes, and row houses throughout the area including the two public housing projects already mentioned.

Non-residential Areas. The nucleus of Frederick's central business district extends along Market Street from Patrick to Second, and east and west for one block along Patrick Street, with less intensive commercial uses stringing out northward along Market Street and eastward along Patrick. On the other east-west streets (Church, Second, etc.) the business development is hemmed in tightly by fine old churches, public and semi-public buildings, and townhouses. Consequently, the business district is suffering from a lack of elbow room for expansion and modernization including adequate off-street parking areas where acutely needed. It suffers also from the congestion of unrelated through traffic and inadequate circulation. Market Street is the only street of adequate width that extends north and south through the neighborhood, and it carries

northbound traffic only. It is in fact the principal northbound traffic artery in the city. Within this business core, there is lack of suitable building sites for larger and more modern stores and offices while the older buildings become more obsolete in design and appearance. Many upper floors are vacant and in some cases have been condemned because of unsound conditions. There are many other unattractive aspects to the business district also, including signs, poles and wires, store fronts, and the like, which tend to create an atmosphere of general obsolescence or deterioration that results in store vacancies, lack of building maintenance, loss of business, and other troubles. This business district is the principal shopping and service center for Frederick County but seems unable now to hold its own against the competition of decentralized shopping centers near the edge of town. The 100 block of West Patrick Street, west of Court Street, is part of the Historic Frederick District previously described under Neighborhood C.

The string of industries along East Street north of Fourth Street is in satisfactory condition except for some tumble-down coal sheds at Fifth Street. The old railroad freight station in East Street between Church and Patrick Streets is not only obsolete but very much in the way. It should be relocated.

Community Facilities and Services. The old North Market Street School is obsolete and scheduled for abandonment in favor of other schools nearby. The St. John's Catholic School is located on East Second Street. There are two small park units on the east side, and Court House Square on the west side, and there is Baker Park, Frederick's principal city park, immediately adjoining on the west. Additional park spaces are recommended along East Street. The two public housing projects in the northwest corner are suffering from a lack of adequate play space in that section. The neighborhood is fully developed with water, sewer, and street improvements except for the lack of proper north-south streets already mentioned.

Causes of Blight. Most of the blighting conditions have already been mentioned. They include the age and obsolescence of many buildings (although age in itself is not necessarily blighting), lack of plumbing, heating, or lighting facilities, inappropriate locations of alley dwellings, invasion by non-conforming uses, overcrowding of lots, inadequate lot sizes, and uneconomic block sizes. In the business district it is a lack of growing room, of proper traffic circulation, of well-distributed parking areas, and of access to the rear of buildings, and a change in traffic patterns. The diversion of U. S. 40 from Patrick Street has created problems for some of the properties on that street.

Steps Needed. A fairly extensive and varied program of urban renewal would seem to be in order for the entire neighborhood. The plan would range in character from conservation or rehabilitation of some areas to partial clearance and redevelopment of other parts for other uses. Several tentative project areas are outlined on Plate 2 and discussed in a later chapter. A detailed study and plan for rejuvenation of this district, incorporating both private and public action over a reasonable time, would seem to be the most important first step.

Neighborhood "H"

General Description. This neighborhood is just southeast of the main business district, extending from East Patrick Street to Clarke Place and from South Market Street eastward to beyond Wisner Street. It is mainly a commercial and industrial area with a small amount of old housing. Included is one of the bank corners at Market and Patrick Streets and a string of retail furniture, appliance, and other stores extending eastward along Patrick Street and southward along Market. Also included are the numerous industries on East All Saints Street, South Street, Carroll Street, Water Street, and in the area generally surrounding the B. & O. freight station and its industrial trackage. The dwellings in this neighborhood are located mainly along South Street, Carroll Street, and Winchester Street, and above or between the numerous stores and shops on Market Street. One prominent feature of the neighborhood is the State School for the Deaf, on South Market Street. The neighborhood houses about 5% of the city's population on 4% of the land area, and almost 97% of the population is white.

Housing Conditions and Blight Locations. This housing on the average is relatively old and poor, with only 54% in sound condition and fully equipped with basic plumbing. About 31% is deteriorating or dilapidated. The better housing is along Market and South Streets, and the poorest will be found in general along All Saints, Winchester, and Water Streets.

Family Characteristics. These families are almost entirely white, are of somewhat less than average size, but show a rather high degree of overcrowding (10%). Only 31% of the families own the homes they occupy.

Non-residential Areas. Although the business section along Patrick and Market Streets includes some of the oldest buildings in Frederick, much of it is in good shape and in substantial retail use. One of the city's largest public parking lots lies back of this frontage at Patrick and Market Streets,

with additional public parking spaces across Carroll Creek. At the southeast corner of Market and All Saints Streets is the original passenger depot of the B. & O. Railroad, now used as a retail store. It should certainly be restored and preserved.

Some of the oldest and most obsolete industrial buildings in Frederick are located in this neighborhood, including several vacant plants and buildings with some in bad condition. Vacant and neglected properties are interspersed with going concerns. This part of the neighborhood is in need of general rehabilitation.

Community Facilities and Services. There are no schools or parks in this neighborhood except Harmon Field (playground) in the southeast corner. There should be a neighborhood recreation area for the population that will continue to reside in the western part. There is no shortage of water, sewer, or street facilities except that the street pattern needs to be improved in accordance with the Major Streets Plan.

Causes of Blight. Residential blight in this neighborhood is a result mostly of the age and obsolescence of buildings and the mixture of dwellings with industries and railroads, especially in the Water Street section and along All Saints Street. Industrial deterioration seems to be the result of a changing industrial character in which the old grain mills, canneries, coal yards, and similar enterprises have been discontinued and the buildings are unsuitable for modern needs. New industries have been seeking more open sites in outlying locations such as near the airport, while the older sites in this industrial district have suffered from inadequate size, obsolete buildings, and unattractive surroundings.

Steps Needed. To improve the situation in this neighborhood there will probably have to be a renewal program involving the removal of obsolete and improperly located dwellings, especially in the Water Street area, and also the dilapidated industrial buildings. The properties thus acquired should then be consolidated into modern industrial sites with new or wider streets where necessary including the East Street extension in accordance with the Major Street Plan. The better parts of the neighborhood will need the protection of modern zoning and housing regulations, adequately enforced.

Neighborhood "I"

General Description. Lying just southwest of the central business district, this neighborhood extends from West Patrick Street to Madison, and from South Market to Jefferson. It includes a substantial part of the central business district and also the principal Negro community, involving 63% of the total colored population of Frederick. Although the smallest of the nine neighborhoods (110 acres), it is densely built up to an average of 28 persons per gross acre. A little more than half of its population is white. This neighborhood contains one fourth of all the dilapidated or deteriorating housing units in the city.

The northeast corner of the neighborhood is primarily retail, including some of the principal downtown stores, a bank, theatre, and others. These are backed up by a large municipal parking lot on Court Street. The city's principal colored business section clusters around Market and All Saints Streets and there are other business places along West Patrick and in other locations. Several small industries such as trucking terminals, dairies, tire and welding shops, and the like are spotted around on DeGrange Street, South Street, and Broadway. There are two fire houses and the County Jail. Two colored public housing projects and a variety of colored churches, lodges, clubs, and other community facilities are situated in this area. The West Patrick Street frontage is part of the Historic Frederick District, previously described, which includes the Barbara Fritchie House and the home of the Frederick Historical Society. The Roger Taney Museum on South Bentz Street is a visitor attraction. Housing is largely of the old style two-story single or row house type on narrow lots with no setback or side yards, and there are some old three-story apartments along Patrick Street, some with business places below. The houses in the south part of the neighborhood are more modern and on wider lots.

Housing Conditions and Blight Locations. Although the neighborhood contains the largest number of dilapidated or deteriorating houses in Frederick (as of 1960), the majority of housing is still good (62%). The worst housing is along Ice Street and parts of Broadway, All Saints, Phoebus, and Bentz Streets. A public housing project on Phoebus Avenue replaced some bad housing that existed prior to 1960, and another housing project is now planned tentatively for a location on Ice Street. There are attractive new homes occupied by colored families in the vicinity of Broadway and Madison Streets, near one of the colored public housing projects. Good colored homes are located also along South Street in the section between Bentz and Market.

Family Characteristics. Most of the dilapidated units (67%) are occupied by colored families, but most of the deteriorating units (60%) have white occupants. The lack of home ownership is a significant factor, the owner-occupancy rate for Whites being 34% and for Negroes only 15%. The average family size is below normal but there is still a high rate of overcrowding (8.5% for Whites and 23% for Negroes).

Non-residential Areas. There are obsolete commercial and industrial buildings in the vicinity of Market and All Saints Streets and on Broadway near South Street, including a group of vacant and mostly dilapidated industrial buildings in the latter location. Their removal would release this site for some desirable neighborhood facility, possibly a small shopping center. There are several cases of non-conforming commercial or industrial uses in the residential sections the removal of which would be advantageous. Some of the business quarters in buildings along Patrick Street are now obsolete because of the shift in through highway traffic.

Community Facilities and Services. The South Frederick School and Playgrounds are on the southern edge of the neighborhood, while Mullinax Park and Swimming Pool, in the north central part, is the principal colored recreation center of the city. It is recommended in the Master Plan that this park be enlarged. There are numerous colored churches, fraternal and social clubs, a boys club and similar facilities of a community nature that dot the neighborhood. Streets, water and sewer facilities, and other city services are quite adequate except for certain narrow streets like Ice Street and part of Court Street.

Causes of Blight. The unhealthy neighborhood conditions in this area are due very largely to the age and obsolete design of buildings, the narrow lots, lack of proper setting, and intrusion of business and industrial uses, especially along Patrick and All Saints Streets. There is insufficient common space for play and other purposes in the two public housing projects, with the result that lawns and landscaped areas have been overrun and destroyed. The jail on South Street undoubtedly has a depressing effect on that locality.

Steps Needed. An extensive urban renewal program will be required for the northern part of the neighborhood extending down Ice Street and Broadway to the Carver Apartments and including the 300 and 400 blocks of West South

Street. By partial clearance of the dilapidated buildings and non-conforming uses, and restoration of the worth-while buildings, it should be possible to provide for the enlargement of Mullinax Park, the widening of Ice Street and part of Court Street, and the creation of additional recreation areas and a site for a modern neighborhood shopping center, as well as new housing of an acceptable standard. Throughout the neighborhood there should be strict enforcement of the modern zoning ordinance and other housing codes and ordinances that are being adopted.

Program and Priorities.

Several types of action have been mentioned in the foregoing discussions as being necessary or helpful in securing a general improvement of the neighborhoods in Frederick and the eradication of blighted and blighting conditions. Some of these are regulatory or "Police Power" types of measures, others are more costly corrective types, and still others depend mainly on the efforts and cooperation of individual property owners and tenants. Such a broad program obviously calls for determined civic leadership and effective organization.

Police power regulations include the various codes and ordinances that apply to buildings of all kinds and especially to dwellings. These are the zoning, housing, building, plumbing, electric, and fire codes, and the subdivision regulations.

Frederick has been zoned since 1929 and the effectiveness of these controls in the newer parts of town is obvious. The original ordinance has been revised two or three times, being completely brought up to date in January, 1964. Residential standards were tightened, greater flexibility was provided for the design of new residential developments such as in garden housing projects and planned unit developments, greater protection was given to the old historic sections of town, and modern regulations were included to prevent the further mixing of dwellings and industries. Special treatment was given to the central business district to distinguish it from other business centers and encourage it as the dominant regional shopping center in Frederick County. Buffer provisions between industries and dwellings were added. New restrictions were adopted on billboards, designed to improve the city's appearance and protect existing properties generally. Other new provisions deal with transitional uses between residential and business districts, sign projections, rear dwellings, accessory buildings, and other matters, all for the purpose of tightening up and raising the standards of development in keeping with modern practice.

Some very modest provisions were included that require the discontinuance after a time of certain classes of non-conforming uses and structures, in an effort to arrest the spread of blight by removing potential blighting conditions.

There is a separate Historic Frederick District Ordinance, adopted April 21, 1955, which affects certain parts of the city in the old central area as noted previously. Special restrictions apply in these areas against the unauthorized removal or exterior alteration of buildings, for the purpose of conserving the unusual character and appearance of Old Frederick. The ordinance depends for its effectiveness on the functioning of an architectural commission which became inactive for several years but has been re-established and is now (1966) functioning again.

In 1951 the city adopted a Hygiene of Housing Ordinance (Chapter 8, Article II of the City Code), which established among other things a Committee for Hygiene of Housing. The ordinance has been of some good effect in securing the improvement or removal of several buildings or condemning them for dwelling occupancy. It is a very modest sort of ordinance that is to be replaced by a more adequate code, now in preparation.

A modern Building Code was adopted in 1960, a Plumbing Code in 1964, and a Fire Code in 1966. A new Electric Code is in preparation for early adoption. New Subdivision Regulations were adopted in 1965 that set good standards for residential developments in the future. All of these ordinances will depend for their effectiveness on adequate enforcement by the designated city officials.

By charter amendment in 1961 (Chapter 632, Laws of 1961) the city has the necessary authority to undertake Urban Renewal projects with federal assistance under the U. S. Housing Act. The provisions in this amendment conform rather closely to those which by now have become well established elsewhere in Maryland. Frederick is no longer limited to public housing projects, or to housing at all. It can now undertake a full program of community renewal including conservation, reconditioning, and redevelopment where needed. Not only the residential areas may be treated, but also certain commercial or industrial areas where renovation is required in order to arrest the spread of blight and deterioration. Special attention can be given to preservation and renewal of historic structures and areas, such as has been done in Washington, Philadelphia, York, and other cities. Six tentative areas for possible renewal treatment are outlined on Plate 2. A small beginning can be made and the program stretched over a long period of years as experience is gained and funds are available.

To undertake a program of urban renewal, the city would first apply for federal funds for advance planning and surveys. It has been certified once as to its Workable Program for Community Improvement, a prerequisite for such funds, and has applied for recertification. A preliminary survey is under way to select the first project area. During these preliminary operations, including the advance planning and surveys stage, it is not necessary for the city to have an official urban renewal agency, since all the required approvals and submissions can be preformed by the Planning Commission and Board of Aldermen.

When the plans and surveys are completed, and before a project can actually be started, it will be necessary for the city to establish an Urban Renewal Agency. Under its charter amendment this could be the present Housing Authority, reconstituted, or a separate renewal agency; or it could be the Board of Aldermen acting as the renewal agency. There may be some advantages as well as economies in the last alternative. In such event, the necessary work can be done by a department of the city administration headed by an executive director. Many smaller cities have followed this procedure.

The urban renewal procedures and requirements are quite detailed and are frequently changed so that close attention to both the charter requirements and those of the Urban Renewal Administration will be essential.

The six areas suggested for possible renewal involve just about all the types of treatment that are available. Conservation treatment will be needed where there are some blighting influences and evidence of slow deterioration but still enough substantial values to warrant saving. The treatment would consist primarily of rehabilitating the existing structures that are sound and suitable for continued use, weeding out the structures that are deteriorated beyond repair or are blighting non-conforming uses, and introducing new developments that are consistent with the general character of the neighborhood, including public improvements and facilities where needed. Strict enforcement of the zoning, building, housing, and other laws is an essential part and one of the first steps in such a conservation operation.

Certain locations call for Historic Restoration, where there is a predominance of antique buildings and an old-time atmosphere that is suffering from "modernisation", non-conforming uses, and inappropriate buildings. The treatment would consist mostly of restoring the old buildings that have not

already received attention by their owners, removing the inappropriate buildings and uses, introducing new uses compatible with the area, developing unused land, and eliminating unattractive features including those in the street itself.

Redevelopment is called for in those locations that consist primarily of buildings and uses that need to be eliminated because of substandard conditions or obsolescence and where redesign or a basic change in use is indicated.

None of the six areas on Plate 2 will require entirely one type of renewal, but some of each type will be needed in a carefully worked-out plan in most cases. A more intensive study and plan for each area will have to be prepared, for which federal aid is available. Pending such studies, the area boundaries are only tentative and subject to adjustment.

Area 1, Central Business District. Extending generally from Fourth Street to Carroll Creek, and from Court Street to Middle Alley, this area consists of the principal shopping and service center in Frederick. It contains many sound buildings and stores, but obsolescence, inadequate parking, congestion due to unrelated through traffic, and many unattractive and disturbing aspects tend to create an atmosphere adversely affecting its appeal to shoppers which combined with the competition of more glamorous shopping centers is reflected in store vacancies, lack of building maintenance, loss of business, and other troubles. Some efforts have been made to brighten up the district through voluntary measures. A general renewal plan aimed at meeting the more fundamental defects and needs should be prepared.

Area 2, Northwest. This area extends generally along Klinehart Alley and Bentz Street from about Third Street to Sixth. It is a basically sound residential area of good brick dwellings most of which have been well maintained but there is slum housing in the alleys and along Bentz Street, inadequate parking space, narrow streets, lack of play areas, and a few non-conforming uses. One problem is the very narrow but deep lots with large open spaces in the block interiors. Many of these rear yards have attractive gardens but others need attention.

Area 3, Northeast. This embraces the area extending generally from Third Street to Seventh and from Market Street to East Street, with some exceptions. This too is a basically sound residential area of solid brick homes and nice gardens, mostly well maintained, but there is slum housing

in the alleys, some non-residential dilapidation, and a mixture of non-conforming uses. Several blighting uses, narrow streets, inadequate parking areas, and limited play areas add to the growing undesirability of the area.

Area 4, West Patrick Street. This extends generally along West Patrick Street from Court Street to Jefferson, and southward to include a part of South Street in the neighborhood of the County Jail. The area consists primarily of antique and historic buildings dating back as far as 1790 or earlier, many of which have been nicely preserved or restored by their owners. Some of these old buildings, however, have been "modernized" or converted to inappropriate uses such as garages, laundries, and the like, or have been neglected. Some incompatible buildings and uses have been introduced and there is some substandard housing. Deep lots, unused or misused rear yards, inadequate parking, and unattractive streets add to the decline. The area has great possibilities for restoration as a tourist attraction and for housing the arts and professions. Some business development is likewise possible.

Area 5, Southwest. This small section extends along All Saints Street from Market to Bentz, and southward along Ice Street and Broadway to the Carver Apartment Project. It has considerable substandard housing and other buildings, non-conforming and blighting uses, narrow streets, inadequate parking areas, and inappropriate uses. Redevelopment is suggested partly for additional multiple housing and neighborhood business, park enlargement, parking, and street widening.

Area 6, East Side. This is the old residential and industrial district along and east of East Street, from Second Street southward to South Street and beyond. There are many old dwellings intermixed with industries, on narrow streets without parking facilities, play areas, or other residential amenities and there are many substandard or dilapidated buildings both residential and industrial. The area needs redevelopment mainly for industrial uses, with new or wider streets, parking areas, and other improvements appropriate to an industrial section.

As to priorities it is suggested that first attention be given to the central business area and the areas northwest and northeast of it. The first step would be a more detailed plan and action program for this entire area, to be prepared possibly through the "701" assistance program, in which the role of private interest would be determined in detail in addition to the projects requiring public expenditures. Such a study should start with a fairly

large-scale mapping of the central area to show each building, with recommendations, both specific and general, as to the treatment to be given in each case. The recommendations would include locations for new business sites, new housing whether low rent or otherwise, provisions for parks, playgrounds, parking areas, and other open spaces, buildings to be saved for architectural or historic reasons, widening lines for streets, improvements to be made in street appearances involving poles, wires, lights, signs, and other matters, guides for building facades, provisions for pedestrians, and numerous other matters. Business interests and property owners in the central area should participate in this planning activity to a major extent.

Second priority should be given perhaps to the areas south of Carroll Creek, with particular attention to the pockets of bad housing in various locations. Clearance of these areas will have to be coupled with relocation housing of an acceptable standard including a substantial number of houses for owner occupancy in suitable locations. The city's policy should be to encourage an increase in home ownership among all its families instead of offering nothing but rental apartments. Low cost homes for owner occupancy do not necessarily have to be new. The city's program should include the rehabilitation of basically sound existing structures that may be available, so that they may be sold to qualified low-income families on terms they can afford.

General renewal of the east side industrial area is probably of least urgency and could be given last priority, except that the few pockets of really bad housing should be cleaned out at an earlier stage as just discussed above.

Before any occupied dwellings can be acquired for rehabilitation or demolition, the occupants must be assured of other housing of an acceptable standard and within their means. Some 230 units of low-rent public housing have already been constructed for this purpose by the Frederick Housing Authority, and a substantial number of slum dwellings have been eliminated. The authority of this agency includes a relocation planning and assistance. Current plans call for about 155 additional public housing units, including 50 units for elderly persons and 105 low-rent family units. Tentative plans call for five project areas. The first group of 35 units will be on vacant land adjoining the Carver Homes project at Madison and Broadway, and will be used for the relocation of families displaced from other sites. The

other four sites are clearance areas on Ice Street, Klinehart's Alley, and Middle Alley. As one of these areas is rebuilt and occupied, another will be cleared. Some of the properties have already been bought as they become available. Some of the project areas are planned tentatively to be expanded later into adjoining areas that are deteriorating.

Little progress can be made or good accomplished in any program of community rehabilitation or renewal without the full interest and extensive contributions of all property owners, and tenants. In 1958 a Citizens Advisory Committee was appointed, which was reorganized in 1966. Some of its purposes are:

To study and make recommendations on various civic questions such as its annexation policy, the city's relationship to the County Sanitary Commission, and others.

To study the housing problems of minority groups and work with the Housing Authority in planning new facilities and the relocation of displaced families.

To make recommendations on an urban renewal program.

The work of this committee will be of increasing and continuing importance in Frederick's self-improvement program. It should be indispensable in bringing out the needs and feelings of the people and in carrying back the ideas and proposals for local approval. A broad program of this kind cannot hope to get far without the general understanding and support of the people concerned.

